

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-05 H-01 INR-10
L-03 NSAE-00 PA-01 SP-02 SS-15 ACDA-12 IO-13
NSCE-00 SSO-00 ICAE-00 INRE-00 /075 W
-----059313 171656Z /73

O R 171625Z JUL 78 ZFF 4
FM AMEMBASSY BONN
TO SECSTATE WASHDC NIACT IMMEDIATE 0334
USMISSION USBERLIN NIACT IMMEDIATE
INFO AMEMBASSY BERLIN
AMEMBASSY MOSCOW
AMEMBASSY LONDON
AMEMBASSY PARIS
USMISSION USNATO

C O N F I D E N T I A L SECTION 01 OF 02 BONN 13042

NOFORN

E.O. 11652: XGDS-1
TAGS: PGOV, BQG
SUBJECT: FOREIGN MINISTERS APPROVE DEMARCHE TO SOVIETS
ON AUTOBAHN DELAYS

REFS: (A) BONN 12983
(B) BONN 12979

SUMMARY. THE BONN GROUP MET JULY 16 TO CONSIDER
WHETHER TO RECOMMEND TO FOREIGN MINISTERS, FOR THEIR CONSIDERA-
TION AT THE QUADRIpartite BREAKFAST ON JULY 17,
THAT A DEMARCHE SHOULD BE MADE TO THE SOVIETS OVER
THE JULY 15 DELAYS ON THE BERLIN TRANSIT ROUTES.
THE FRENCH, FRG AND US REPS SUPPORTED SUCH A DEMARCHE,
THE UK REP OPPOSED IT. THE MINISTERS WERE THEN
PROVIDED WITH A DRAFT DEMARCHE AND THE ARGUMENTS FOR
AND AGAINST TAKING THIS STEP AND THEY DECIDED ON
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JULY 17 THAT THE DEMARCHE SET OUT BELOW SHOULD BE
DELIVERED BY THE CHAIRMAN (UK) POLAD IN BERLIN.
ACTION REQUESTED: THAT USBER COORDINATE WITH THE
FRENCH AND UK MISSIONS THE DELIVERY OF THE DEMARCHE.
END SUMMARY

1. THE BONN GROUP MET JULY 16 TO DECIDE WHETHER TO

RECOMMEND TO MINISTERS THAT A DEMARCHE SHOULD BE MADE TO THE SOVIETS REGARDING THE JULY 15 DELAYS ON THE BERLIN TRANSIT ROUTES. THE US AND FRG REPS SUPPORTED A DEMARCHE FROM THE OUTSET, AND AFTER SOME

CONSIDERATION, THE FRENCH REP (RICHARD) AGREED. HIS ATTITUDE WAS THAT THE US PRESIDENT AND THE FRG CHANCELLOR WERE INVOLVED AND THAT HE COULD SUPPORT WHATEVER THE US AND FRG WISHED TO DO.

2. THE UK REP (HARPER) WAS UNDER FIRM INSTRUCTIONS FROM THE UK EMBASSY MINISTER TO OPPOSE A DEMARCHE AND WAS INSTRUCTED TO CONTINUE TO DO SO, EVEN AFTER INFORMING HIM OF THE ARGUMENTS OF THE OTHER THREE REPS. AS A RESULT, IT WAS AGREED TO PREPARE FOR MINISTERS A BRIEF SUMMARY OF THE FACTS AND SUPPORTING ARGUMENTS FOR AND AGAINST A DEMARCHE.

3. THE REASONS GIVEN IN SUPPORT OF THE DEMARCHE WERE:

(A) THIS IS THE FIRST TIME SINCE THE QUADRI-PARTITE AGREEMENT THAT EASTERN DISAPPROVAL OF THE PRESENCE OF HIGH FEDERAL OFFICIALS IN BERLIN WAS BACKED UP BY MEASURES ON THE TRANSIT ROUTES. ITS IMPORTANCE IS HEIGHTENED BY THE FACT THAT AN ALLIED

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HEAD OF STATE WAS INVOLVED.

(B) THE SENSITIVITY OF THE AUTOBAHN TRANSIT TO BERLIN IS SO GREAT THAT ANY INTENTIONAL DELAY FOR POLITICAL MOTIVES, EVEN A RELATIVELY BRIEF DELAY, SHOULD BE TAKEN SERIOUSLY AND MADE A MATTER OF OFFICIAL RECORD WITH THE SOVIETS.

(C) THE ALLIES PROTESTED THE THREE PRIOR SUCH OCCASIONS OF GDR AUTOBAHN HINDRANCE (1973, 1976, JUNE 1978). TO FAIL TO DO SO NOW MIGHT LEAD THE USSR AND THE GDR TO CONCLUDE THAT THE ALLIES DO NOT TAKE THIS MATTER SERIOUSLY, ESPECIALLY SINCE WE PROTESTED SUCH HINDRANCES LAST MONTH.

4. THE REASONS GIVEN AGAINST THE DEMARCHE WERE:

(A) WE HAVE ALREADY MADE OUR POSITION CLEAR PUBLICLY.

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TO SECSTATE WASHDC NIACT IMMEDIATE 0335
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(B) NEITHER THE GDR NOR THE SOVIET UNION
HAVE OFFICIALLY LINKED EVENTS ON THE TRANSIT ROUTES
WITH THE PRESENCE OF THE FEDERAL CHANCELLOR AND
FOREIGN MINISTER IN BERLIN DURING THE PRESIDENTIAL
VISIT. IT APPEARS POSSIBLE THAT THE DELAYS WERE THE
RESULT OF DECISIONS TAKEN AT RELATIVELY LOW LEVELS
ON THE GDR SIDE.

(C) THERE IS NO EVIDENCE TO SUGGEST THAT THE
SOVIET UNION SHOULD HAVE WISHED TO OFFER A DIRECT
CHALLENGE TO THE WEST ON A MATTER WHERE THE WESTERN
LEGAL POSITION IS STRONG AND ON AN OCCASION WHEN
THE PRESIDENT OF THE UNITED STATES WAS PERSONALLY
INVOLVED.

5. THE FOREIGN MINISTERS AGREED THAT THE DEMARCHE SET OUT
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BELOW SHOULD BE DELIVERED BY THE CHAIRMAN (UK) POLAD
IN BERLIN. BEGIN NOFORN OWEN ONSIDERED
THE ARGUMENT THAT IT WAS POSSIBLE THAT THE DELAYS
WERE THE RESULT OF DECISIONS TAKEN AT RELATIVELY LOW

LEVELS ON THE GDR SIDE FOOLISH AND ASKED WHOSE IDEA
IT WAS. THE FRENCH FOREIGN MINISTER INFORMED HIM
THAT IT HAD EMANATED FROM THE UK EMBASSY IN BONN.
END NOFORN

6. THE TEXT OF THE DEMARCHE FOLLOWS:

BEGIN TEXT: ON JULY 15, GERMAN CIVILIAN TRAVELLERS
IN TRANSIT TO AND FROM BERLIN EXPERIENCED LONG DELAYS
DUE TO ACTIONS OF AUTHORITIES OF THE GERMAN DEMOCRATIC
REPUBLIC. THE GRAVITY WITH WHICH THE THREE POWERS
VIEW THE DELAYS IS HEIGHTENED BY THE FACT THAT THEY
OCCURRED ON THE DAY THE AMERICAN PRESIDENT WAS
VISITING THE WESTERN SECTORS OF BERLIN AND BY THE
FACT THAT THIS IS THE SECOND TIME IN LESS THAN A
MONTH THAT SUCH DELAYS OCCURRED.

THE THREE POWERS RECALL THE OBLIGATION UNDERTAKEN
BY THE UNION OF SOVIET SOCIALIST REPUBLICS IN THE
QUADRIPARTITE AGREEMENT OF SEPTEMBER 3, 1971, THAT

TRANSIT TRAFFIC OF CIVILIAN GOODS AND PERSONS BY ROAD,
RAIL AND WATERWAYS THROUGH THE TERRITORY OF THE GERMAN
DEMOCRATIC REPUBLIC, BETWEEN THE WESTERN SECTORS OF
BERLIN AND THE FEDERAL REPUBLIC OF GERMANY, WILL BE
FACILITATED AND UNIMPEDED. FURTHERMORE, IN PARAGRAPH
2(D) OF ANNEX I OF THE QUADRIPARTITE AGREEMENT, IT
WAS STATED INTER ALIA THAT PROCEDURES APPLIED FOR
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TRANSIT TRAVELLERS SHALL NOT INVOLVE DELAY. IN
ACCORDANCE WITH THE QUADRIPARTITE AGREEMENT, SIMILAR
OBLIGATIONS WERE UNDERTAKEN BY THE GOVERNMENT OF THE
GERMAN DEMOCRATIC REPUBLIC IN THE TRANSIT TRAFFIC
AGREEMENT OF DECEMBER 17, 1971.

THE THREE POWERS CALL UPON THE GOVERNMENT OF THE UNION
OF SOVIET SOCIALIST REPUBLICS TO ENSURE THAT SUCH
VIOLATIONS OF THE QUADRIPARTITE AGREEMENT DO NOT
REOCCUR AND THAT, IN THE FUTURE, TRANSIT TRAFFIC
WILL BE PROCESSED IN ACCORDANCE WITH THE TERMS OF THE
AFOREMENTIONED AGREEMENTS. END TEXT

7. ACTION REQUESTED: THAT USBER COORDINATE WITH
THE FRENCH AND UK MISSIONS THE DELIVERY OF THE

DEMARCHE. STOESSEL

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